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Recommendation for funding from other resources without a recommendation for funding from regular resources**

PROANDES subregional programme

Summary

The present document contains a recommendation for funding from other resources for which no recommendation for funding from regular resources is requested. The programme proposal submitted here is aimed at expanding or complementing an ongoing programme. The Executive Director *recommends* that the Executive Board approve funding from other resources in the amount of $29,863,000 for the subregional programme for the Andean region (*Programa de la region Andina*) (PROANDES) for the period 2003-2007, subject to the availability of specific-purpose contributions.

* E/ICEF/2002/11.

** The figures provided in the present document are final and take into account unspent balances of programme cooperation at the end of 2001. They will be contained in the summary of recommendations for regular and other resources programmes for 2002 (E/ICEF/2002/P/L.36).

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The situation of children and women

1. The Andean subregion comprises areas of Bolivia, Colombia, Ecuador, Peru and Venezuela. The Andean population is a mix of *mestizo*, indigenous (primarily Quecha and Aymara) and afro-latino peoples numbering approximately 113 million (according to the *Comunidad Andina de Naciones*), of whom 40 per cent are children and adolescents. The subregion is highly urbanized with a large proportion of the inhabitants living in intermediate-sized cities that have an industrial base. In contrast, indigenous and afro-latino populations make up the majority of the inhabitants in rural areas, where subsistence economies still predominate. The entire Andean subregion is prone to recurrent natural disasters including floods and droughts associated with the *El Niño* oceanic pattern, rainy season floods, volcanic eruptions and earthquakes. Poor people in high-risk areas are most vulnerable to these disasters.

2. Poverty is widespread. In Bolivia, 50 per cent of the urban population and 81 per cent of the rural Andean population live below the poverty line. In Peru, the rural Andes record the highest levels of poverty nationally with 74 per cent of the children living in poverty and 37 per cent considered extremely poor. Colombia, Ecuador and Venezuela have similar statistics. This situation is the result of a highly skewed distribution of income; 10 per cent of the richest households have more than 30 per cent of the subregion's total income but 40 per cent of the poorest households have only 9 per cent of income.

3. The people most affected by poverty are the indigenous and afro-latino populations, whose elevated poverty levels reflect a situation of social exclusion that is characteristic of the Andean region. Discrimination against these ethnic groups is deeply rooted in historical events over the last five centuries. The globalization process and population movements within the subregion pose new challenges to the cultural identity and traditions of native communities.

4. Poverty, inequality, ethnic discrimination and vulnerability to disasters result in social exclusion, affecting in many instances children and women. Problems include the low coverage of quality health care which impedes women's access to prenatal care and limit the identification of high-risk pregnancies. In Colombia's rural Andean areas, for example, approximately 20 per cent of the population do not receive prenatal care, compared to 7 per cent in urban centres. As a result, maternal mortality rates are high throughout the subregion, reaching 390 per 100,000 live births in Bolivia and jumping in some highland indigenous communities to 900. Infant mortality rates are close to 32 per 1,000 live births, and under-five mortality rates are estimated at 39 per 1,000 live births. The major causes of infant mortality continue to be preventable childhood diseases. Low birth weight affects approximately 10 per cent of the Andean subregion, with Ecuador recording the highest levels, at 13 per cent.

5. National policy responses to this situation have been limited. Successes include the major expansion of social services in Bolivia during the 1990s and the expansion of rural health services in Peru. In general, however, fiscal crises have limited the expansion and quality of other social services. Throughout the Andean region, there are few early childhood programmes; e.g., only one in ten Ecuadorian children below the age of six years has access to pre-school education and day-care centres, although the *Wawa Wasi* programme in Peru is an outstanding exception.

Cultural beliefs and poverty-induced stress also harm the home environment. Data on the extent of abuse are rare, but indicative figures recorded 70,000 cases in Colombia in 1999. It is estimated that 38 per cent of children suffer different levels of abuses at home. Services to help the abused are weak or non-existent.

6. Quality primary education is often limited by the low levels of teachers' professional preparation (often just five years of schooling), deficient infrastructure and the curriculum's cultural insensitivity towards the multi-ethnic population of the Andean subregion. In addition, many rural schools do not offer complete primary schooling. As a result, the school failure rate (drop-out plus repetition) continues to be high. Other reasons for high desertion levels include economic barriers and high child labour rates, including involvement in illegal and dangerous activities. In Peru, 50 per cent of the children not in school are working to help support their families.

7. Andean States are trying to strengthen service delivery and effective governance through nascent decentralization processes. Municipalities, however, need technical and financial strengthening before they can implement social policy effectively. Citizens' participation must be encouraged to foster demand for social programmes and policies, promote broad participation in decision-making and monitor the performance of the public sector and society in meeting the rights of children.

Lessons learned from past cooperation

8. The subregional programme for the Andean region (*Programa de la region Andina* (PROANDES)) for 1998-2002 has seen an evolution in its main intervention strategies. UNICEF-supported interventions originally focused on addressing poverty through delivery of basic social services, which achieved important results in providing innovative services to neglected urban and rural communities. For example, Peru's day-care centre programme for predominately indigenous communities (*Wawa Wasi*) offers community-based, child growth and development programmes for children below three years of age. The programme currently reaches 150,000 children and is being expanded nationally with public funding and a loan from the Inter-American Development Bank. Another good example is the local development activities supported by UNICEF in Zulia, Venezuela, which focused on technical support to local governments and helped to reduce under-five mortality due to diarrhoea by more than 54 per cent in the target municipalities through the creation of community-managed oral rehydration units. In Bolivia, PROANDES contributed directly to the expansion of social services, mainly access to safe water. While only 5 per cent of the target population had access to drinkable water in 1989, by 2001 this had increased to 76 per cent.

9. An important common achievement in all countries has been the multicultural, multilingual approach to education and health programmes. Incorporating Andean cultural traditions into service delivery has facilitated access or use by populations that previously were underserved or not served at all. PROANDES has worked with health-care professionals and teachers to change racially demeaning attitudes while simultaneously researching ethnic traditions that can improve and compliment externally suggested approaches. For example, in Bolivia, the intercultural bilingual education programme piloted with the Ministry of Education has now been fully mainstreamed into the primary education system.

10. Prevention of family violence and child abuse has also been another main intervention area. Training activities have strengthened the institutional capacity of the judicial system and police forces to respond more adequately to cases of family violence. Efforts to create new institutions have successfully fostered community involvement in the establishment of local councils within the framework of new national legislation to comply with the Convention on the Rights of the Child and the Convention on the Elimination of all Forms of Discrimination against Women.

11. Over time, UNICEF and its partners recognized the need to address the structural causes of exclusion and not simply its manifestations. Countries like Colombia and Ecuador developed an integrated rights-based approach to strengthen institutional responses. The key strategy has been raising awareness and training a critical mass of local officials and authorities in local government programming with a rights-based perspective. These processes have proven to be a powerful tool in encouraging local governments to implement plans of action for children, as part of broader development plans. As a result of the decentralization process under way in Bolivia, for example, the Government has begun to transfer more responsibilities, decision-making power and financial resources to local governments, which has significantly increased the operating and investment budgets of traditionally poor municipal governments. In turn, the Bolivia PROANDES programme has had to move from traditional service delivery towards capacity-building to help prepare the municipalities to meet their new responsibilities.

12. Strengthening the social demand for services has become a critical PROANDES strategy. In Ecuador, UNICEF supported the concept of social monitoring (*vigilancia ciudadana*), which promotes social participation in strategic planning, allocation, monitoring and evaluation of the use of resources. Activities were geared towards integrating the demand for and supply of social services, and towards accountability for the success or failure of activities. This approach to participation moves away from a limited conception of community participation in which communities are not directly involved in the process of prioritizing or monitoring the use of public funds. The lesson has been that integrating social monitoring and governmental accountability heightens democratic participation which ultimately strengthens local governments.

13. Operationally, UNICEF and its national counterparts increasingly have realized the added value of coordinating cross-country initiatives. Benefits have been the better use of financial and human resources; more timely and appropriate technical support and horizontal cooperation; and improved bridging between countries and specific project development. The upcoming phase of the programme will build on this interest in cross-county collaboration.

Recommended programme cooperation, 2003-2007

Programme preparation process

14. This fourth phase of PROANDES was prepared on the basis of the conclusions of the programme review held in 2001, which presented information on the impact of each country programme and recommended the continuation of PROANDES for a next phase. A subregional strategy meeting in February 2002 validated the main themes and discussed the content of the subregional component. The individual

country components were designed together with counterparts and in each case, are fully integrated into the country programme priorities.

Programme goals and strategic objectives

15. For the next decade, the long-term goal for UNICEF cooperation in the Andean subregion is to overcome social exclusion which prevents children and women from realizing their rights. The programme aims to help ensure that: (a) all children enjoy a good start in life; (b) all children, regardless of ethnicity or gender, acquire the attitudes, knowledge and skills needed in order to develop their full potential through basic education; and (c) all children and women are protected from violence, abuse and exploitation. The specific objectives are that: (a) at least 50 per cent of all children below the age of six years have access to the multiple components of integrated early childhood development (IECD) and/or improved family child-rearing capacities; (b) all women have safe motherhood; (c) at least 60 per cent of school-age children have access to intercultural basic education of good quality, including the reduction or elimination of gender disparities; and (d) all women and children have access to local institutional mechanisms which defend them against exploitation and abuse. These objectives will be adapted as needed within the context of each participating country.

Programme strategy

16. The programme will utilize four main strategies: (a) advocacy and promotion of fiscal responsibility (adequate public investment in children) and transparency; (b) strengthening national and local government capacities for the universal provision of basic social services, while fostering family and community participation; (c) formulating nation-wide inclusive social policies; and (d) incorporating an intercultural approach in the provision of social services.

Programme components

17. There will be four programme components: (a) IECD, focusing on safe motherhood, birth registration, micronutrient provision, immunization, safe water and sanitation and family child-care practices; (b) basic education, focusing on access to intercultural basic education of good quality and literacy programmes for women; (c) special protection, focusing on the creation and improvement of local protection institutions, and the training of local authorities in adequate responses to abuse, violence, child labour and children affected by armed conflict; and (d) intercultural public policies and municipal institution-building, with a focus on reducing disparities between the indigenous and non-indigenous populations.

18. These components fit especially well with the IECD, protection and education elements of the UNICEF medium-term strategic plan. They are also consistent with the common development goals defined by the United Nation country teams in each of the five Andean countries. United Nations agencies will be important partners in national component.

Bolivia

19. PROANDES will work with the approximately 350,000 inhabitants of 26 Andean municipalities to implement the following objectives: (a) ensure the complete development of the capacities of at least 60 per cent of children under four years and their access to integrated services of health, nutrition and early stimulation, and foster children and women's health and nutrition with a focus on immunization, vitamin A consumption and HIV/AIDS prevention; (b) ensure access to and permanence of intercultural bilingual education up to the fifth grade for at least 90 per cent of school-aged children, with a focus on indigenous girls, prevent violence in schools, and promote literacy and general civic rights of young indigenous women; (c) improve environmental conditions and access to safe water, sanitation and hygiene services, emphasizing participation and community management, and develop municipal and community capacities to respond to natural disasters; (d) ensure that rights protection groups and services focus on vulnerable groups (orphans, disabled children, children in conflict with the law and street children), promote universal birth registration for new-borns and the 70,000 older children who lack them, and foster the active participation of children and women within local decision-making bodies; and (e) strengthen municipal and community management capacities in social investment for children, women and indigenous peoples. The main counterparts will be the Ministries of Sustainable Development and Planning, of Peasant Affairs and Indigenous Peoples and of Dwelling and Basic Services, as well as prefectures, municipalities, peasants' unions, community federations, non-governmental organizations (NGOs) and universities.

Peru

20. PROANDES will work to ensure that: (a) 30 per cent of children and adolescents in selected rural and peri-urban communities have access to quality services for conflict prevention and resolution and to adequate assistance when their rights are affected; (b) 60 per cent of children under three years of age and pregnant women in 1,000 selected communities fully realize their rights to health, hygiene, growth and development; and (c) the children and adolescents of 1,000 poor and indigenous communities realize an equitable and culturally sensitive quality basic education, with a particular emphasis on improving the access and retention of girls. PROANDES will be monitored closely by an inter-institutional coordinating committee that includes the Ministries of Health and Education, the Secretary of International Cooperation of the Presidency's Office and the Ministry for Women and Human Development. At the subnational level, counterparts will include the multi-organizational roundtables for the Struggle Against Poverty (*Mesas de Lucha contra la Pobreza*), local government, NGOs and community-based organizations.

Ecuador

21. PROANDES will focus on four components in Ecuador. The component on public policies and decentralization of basic social services will support participatory municipal budgeting, using participatory planning processes and the implementation of local information systems to monitor the situation of children and women. It will also help to develop a proposal for the decentralization of social

services, with the participation of national, provincial and municipal authorities. The basic education component will provide training and educational materials to single-teacher schools, mobilize local communities to ensure that all children remain in school until their basic education is completed, and strengthen intercultural bilingual education. The IECD component will facilitate the decentralized implementation of the Free Motherhood Law, which guarantees free medical attention for all pregnant women and their children under age five; the implementation of nutrition and micronutrient programmes; and the formulation and implementation of master plans for water and sanitation. The special protection component will help to create local councils and boards to monitor respect for children's rights at the local level, while mobilizing communities through local media campaigns against domestic abuse and violence. PROANDES will be implemented in 11 counties in six provinces with the support of local authorities, the national association of municipalities, the Ministries of Health, Education and Social Welfare, NGOs and some universities.

Colombia

22. In Colombia, PROANDES focus on: (a) public policies and inclusive social plans guaranteeing a good start in life; (b) public policies guaranteeing health and nutrition services of good quality for women; (c) improved school sanitary facilities; (d) the universal enrolment and retention of children in school; (e) increased and improved pre-school education; (f) intensifying adequate child-rearing practices within families; (g) culturally sensitive and bilingual education with indigenous groups; and (h) promoting a culture of non-discrimination and non-violent social practices towards children and adolescents. UNICEF will work with the Colombian Institute of Family Welfare (*Instituto Colombiana de Bienestar Familiar*), the governmental institution responsible for the implementation of public policies for children; the Ministries of Health, Education, Development, and Environment; municipalities governed by indigenous groups, NGOs; and universities.

Venezuela

23. PROANDES will work towards: (a) the modification and expansion of IECD services that take into account the cultural complexity of the ethnic communities, and stress the role of both parents in child care within broader family and community participation; (b) increasing the enrolment of indigenous children in pre-school education; (c) improving the quality of basic education through intercultural approaches; and (d) further legislative reform to guarantee children and women's rights at the local level. The interventions will focus on the State of Zulia and will be supported by municipalities, the Governor's Office, the Archdioceses of Maracaibo, the Organization of Indigenous Peoples of Zulia and the network of indigenous women, Wayuu. At the national level, cooperation will be sought from social sector ministries, the National Indian Council of Venezuela, the National Institute of Statistics and the indigenous members of the National Assembly.

Subregional component

24. A subregional component has been designed to strengthen country-level interventions and to assist in the expansion and sustainability of their overall impact. It includes: (a) advocacy and representation with regional and multilateral organizations; (b) data collection, analysis and studies on child-rearing practices, family capacities and the situation of children and women; (c) systemization and dissemination of best practices and lessons learned; (d) support to planning and review processes involving multiple countries; and (e) resource mobilization and donor reporting. This component will be managed from the regional office in close collaboration with the country offices.

Monitoring and evaluation

25. Each country has already developed indicators to monitor the impact and implementation of the programme. An annual national review will provide feedback for the assessment of the relevance of certain activities and/or strategies. Annual subregional meetings will facilitate the exchange of lessons learned and best practices.

Programme management

26. PROANDES efforts are already integrated into the individual country programmes, normally as a project or programme managed by one or more project officers. Larger programs may be based in a sub-office and have multiple staff. Cross-sectoral functions like monitoring and evaluation and the technical expertise of other programme staff will also support PROANDES. An officer based in the regional office will manage the subregional component of PROANDES, in addition to the Amazon subregional programme, as a way to increase the learning of lessons from similar programmes.

27. The average annual support to PROANDES in 1998-2001 was $5 million. The present proposal estimates that an average annual amount of $6 million is attainable.

Estimated annual expenditure
(In thousands of United States dollars)

Country	*2003*	*2004*	*2005*	*2006*	*2007*	*Total*
Bolivia	2 600	2 600	2 400	2 200	2 200	12 000
Colombia	1 000	1 000	1 000	1 000	1 000	5 000
Ecuador	750	750	750	750	750	3 750
Peru	984	1 444	1 707	1 444	984	6 563
Venezuela	250	250	300	300	300	1 400
Subregional	210	220	230	240	250	1 150
Total	**5 794**	**6 264**	**6 387**	**5 934**	**5 484**	**29 863**